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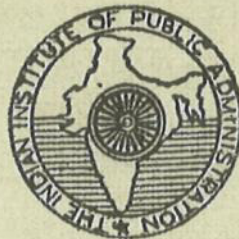
MEMBERS' NINTH ANNUAL CONFERENCE

(October 31, 1965)

ADMINISTRATIVE TASKS FOR THE FOURTH FIVE YEAR PLAN—

with special reference to :


- (i) Urban Administration,
- (ii) Area Development Administration



THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
INDRAPRASTHA ESTATE
NEW DELHI

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CONFERENCE**

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 FEB 1966

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NEW DELHI

INTRODUCTION

The Ninth Annual Conference of the Members of the Institute was held on October 31, 1965. The main theme of the Conference was "Administrative Tasks for the Fourth Five Year Plan—with special reference to: (i) Urban administration, and (ii) Area development administration." Five individual members of the Institute contributed papers on different aspects of the main subject.

As is our normal practice, the proceedings of the Conference are published in the pages which follow.

We are thankful to the members who participated in and contributed papers to the Ninth Annual Conference. The Institute had the good fortune of having the late Shri N. V. Gadgil presiding over the Session last year, as he did over many of them earlier. His contributions at such Conferences were always very valuable. We feel unhappy at the thought that he is no more with us.

J. N. Khosla,

October 8, 1966. Director,
New Delhi. Indian Institute of Public Administration.

I. I. P. A.
MEMBERS' NINTH
ANNUAL CONFERENCE

Conference Chairman

Late Shri N.V. Gadgil: .. Then Vice-Chancellor,
University of Poona.

Participants

- Prof. A. Avasthi: .. Professor and Head of the
Department of Political
Science, University of Saugar.
- Dr. C.P. Bhambhri: .. Professor of Public Adminis-
tration, National Academy of
Administration, Mussoorie.
- Mrs. Usha Dar: .. Dy. Director, Programme Eva-
luation Organization, Planning
Commission.
- Shri C.L. Handa: .. Chief Engineer,
Irrigation Works, Punjab,
Chandigarh.
- Shri N.J. Kamath: .. Joint Secretary, Ministry of
Supply and Technical Develop-
ment, Government of India.
- Dr. B.P. Gupta: .. Asstt. Professor of Pol. Sc.,
Birla Arts College, Pilani
(Rajasthan).
- Shri Mohan Lal: .. Lecturer in Politics, University
of Allahabad.
- Col. S.K.S. Mudaliar: .. Adviser to Government of
India on Kutch Issue, New
Delhi.

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- Dr. V. Nath. .. Adviser, Kuwait Institute of
Economic and Social Plan-
ning.
- Shri B.S. Saksena: .. Head of the Department of
Political Science, Government
Degree College, Kota
(Rajasthan).
- Dr. V.P. Varma: .. Director,
Institute of Public Adminis-
tration, Patna.

NAMES OF PERSONS WHO CONTRIBUTED PAPERS

Working Papers

- Dr. S.K. Goyal: .. Research Associate, IIPA.
Mr. Abhijit Datta: .. Senior Research Fellow, ISPA.

Background Papers

- Shri B.M. Ghiara: .. Represented Small Industry Extension Training School, Hyderabad.
Dr. B.B. Jena: .. Reader in Pol. Sc., M. P. C. College, Baripada, (Mysore).
Col. S.K.S. Mudaliar*: .. Adviser to Government of India on Kutch Issue, New Delhi.
Shri V.S. Murti: .. Department of Public Administration, Local Self-Government, Nagpur University, Nagpur.
Dr. R.N. Ray: .. Officer on Special Duty, Durgapur Steel Plant, Durgapur.

* Contributed two papers.

PROCEEDINGS OF MEMBERS' NINTH ANNUAL CONFERENCE

(October 31, 1965)

"ADMINISTRATIVE TASKS FOR THE FOURTH FIVE YEAR PLAN—

with special reference to: (i) Urban Administration,
(ii) Area Development Administration."

Dr. J.N. Khosla, Director of the Institute extended welcome to the participants to the conference on behalf of the Institute. The subjects for discussion, Dr. Khosla remarked, related to two areas of development administration, viz., area development and urban administration. The first subject has been brought to the fore by the efforts of the Planning Commission. The experience in planning in this country since 1951 has clearly brought out the need for regional and local planning as corrective to central planning. The area development approach would help to achieve a balance development of different parts of the country, optimum utilization of limited resources, and active participation of the people in the developmental efforts. In view of these considerations, the planners in India have recognized the need for the adoption of area planning in the Fourth Plan Memorandum. The working paper on area planning prepared by Dr. S.K. Goyal of the Institute has been circulated to the members. He has made an attempt to raise certain important issues involved in area planning, for instance, the need for area planning; the size of the units and their classification, the allocation of the fields of development between the Centre, the States, and the local institutions; the administrative problems of area planning such as co-ordination, research survey; and the place of area planning in overall national planning.

The other subject related to planning for the rapidly growing urban areas of the country. The urban population of India, which is 82 millions according to 1961 census, is expected to increase in the next two decades to nearly 120 millions. Some estimates go upto even 200 millions. In the context of such growth, urban administration is of vital importance. The working paper prepared by Mr. A. Datta of the Institute has also been circulated. He has dealt with some of the important problems which arise in urban administration, such as physical planning, plan administration, finances and the internal problems of administration of the urban authorities. He has suggested that physical planning for the urban areas should include socio-economic planning as well. Planning and its implementation should go hand in hand, and that urban planning must be organically related to the national plan, as well as to area and regional planning. The paper also deals with the relationships between the administrative and the deliberative wings of the local bodies and emphasizes the need for the reconciliation of two important aspects, *viz.*, the elements of local self-government, and the considerations of efficiency. Finally, the paper urges that unless the fundamental problem of paucity of local revenues and the absence of substantive power and authority of the local bodies are dealt with, it will be difficult to solve any important problem that arises as a result of further urbanization.

It will thus be seen that both the subjects chosen for discussion have a vital bearing on the economic and social development of the country. A satisfactory solution to these administrative problems should enable us to have a balanced growth of the economy. It is hoped that the discussion at the Conference will be of some practical use.

The Chairman of the Conference, Shri N.V. Gadgil, suggested that the participants might discuss urban administration for first hour and a half, and then they might give their views on area administration during the remaining one and a half hours.

In presenting his paper on urban development administration, Mr. Datta remarked that this paper is specifically

concerned with city administration. It contains two main themes—the functional aspect of physical planning in the urban areas, and the operational aspect of local administration in the context of urban planning. The main point in physical planning which has been emphasized is that it cannot be divorced from the priorities of national planning. On the administrative side, the plan preparation and implementation must go hand in hand with each other. The problem of reconciliation of the twin considerations of democracy and efficiency has to be solved, and unless the ultimate responsibility of administration is placed squarely on the political level, it might be difficult to reconcile these aspects.

One participant remarked that the reason why urban development has not moved with the times is that there is no unified agency for the administration of the urban problems either at the Centre or in the States. There is thus need for unification of administration for urban development at the Central and State levels. Another participant remarked that without popular association in the governmental decision making, it is difficult to achieve desired results at the civic level. Still another participant pointed out that the problems of urban administration could best be discussed in terms of structure and functions. On a more specific level, he suggested that in the city improvement and development plans, we should take into considerations the human and social aspects of zoning. Important considerations such as the distance of work places, community habits, ethnic characteristics, etc., should all be looked into before disturbing settled communities through the enforcement of zoning or the implementation of city development programmes.

Speaking on the question of relationship between the deliberative and executive wings in the municipal corporations in India, one participant differed from the viewpoint expressed in the working paper that the separation of the two wings is responsible for constant frictions and indecisions in at least one of the largest municipal corporations in India. He maintained that the functional separation between the

two wings is the result of history, and in practice this is working satisfactorily. The reason why executive authority is vested in an official is that it has been found by experience that the person who runs the municipal organization should be non-political. There may be frictions between the appointed official and the elected representatives, but that may not be the only reason for the malfunctioning of the urban authorities.

He also emphasized the role of training in urban administration and development. More training programmes are necessary both at the Centre as well as in the States. The Indian Institute of Public Administration, on its part, has been organizing two courses every year for the executive officers of the municipalities from various parts of India. Earlier, the Institute ran a few courses for the officers of the cantonments. This, however, is just touching the fringe of the problem and we have to do these on a more elaborate scale.

One participant suggested that local resources must be fully tapped and ways and means should be found to prevent wastage and leakage of municipal funds. He did not favour general purpose grants to the municipal bodies, and advocated only specific grants. He also touched on the problem of rural-urban relations and urged proper co-ordination between the Panchayati Raj institutions and the municipal bodies. He also advocated the setting up of regional authorities for undertaking development activities in the cities and the adjoining rural areas. Regarding the municipal executive, he suggested the adoption of the American city manager plan with the modification that he should be an appointed, and not elected, official. On the question of training, he thought that municipal officials should undergo short-term training and the elected councillors should attend seminars on municipal problems. In this way, both parties would understand each other's problems.

Another participant observed that the urban development plans must be related to the overall social and economic objectives of the nation. He thought that the problems of

industrial and commercial cities, or those of the new and old towns are different and would therefore need different solutions. He also mentioned that so far our municipal bodies were entrusted with very limited functions. But if urban development is an accepted goal, then the character of the municipal institutions should be totally transformed to enable the municipal administration to engage in the vital task of development. In this connection he deprecated the tendency to create special purpose authorities and suggested that whatever money is to be spent on urban development, or whatever new schemes are to be introduced, these should be channelized through the elected municipal bodies.

Another participant thought that one way of solving the problem of municipal personnel is to depute State officers to the municipalities, who can collectively raise the tone of local administration and devote themselves to the new tasks of urban administration and development. Still another participant remarked that the ultimate responsibility of administration should be in the hands of elected representatives. Another participant remarked that the difference between urban and rural areas should not be overemphasized and there should be proper co-ordination between the towns and villages in any scheme of development. He suggested that excepting those in metropolitan cities, the municipal bodies of all other towns should be called Nagarpanchayats and these should be fitted into the general pattern of the Panchayati Raj system. This will ensure necessary co-ordination of the development of towns and countryside.

On the question of local taxation, one participant suggested that the State governments should levy and collect these taxes, and then distribute the proceeds among the local bodies on the recommendation of a district finance commission. Regarding municipal personnel, he thought that an integrated State Municipal Service might be created, although he favoured recruitment of local youth for municipal service.

Concluding the discussions, the Chairman, Shri N.V. Gadgil, made a few observations on urban administration and development. He remarked that urban population in India

has grown ever since the first World War. After the Second World War, there has been a tremendous growth of urban industrialization in our country, bringing in its trail various problems of urban administration. In spite of the intentions of the planners, industrialization has not followed any consistent locational policy and this has created further problems of urban planning. He thought that the technical part of this type of planning should be left to the planners and there should not be any interference from the representatives of particular localities. He favoured special purpose bodies to implement various aspects of urban planning, so that interference by non-technical people is considerably less. He attributed the success of urban improvement in Bombay to the efforts of the erstwhile Bombay Improvement Trust. He also touched on the problems of urban housing, especially housing for the low and middle income groups. He remarked that any plan for urban housing should take into account the distance factor between homes and work-places.

The Chairman then suggested that the participants might like to go on to the other subject of the Conference, *i.e.*, area development administration.

Dr. S.K. Goyal, in presenting his paper on area planning, remarked that the subject has not received enough attention, so far, in India, mainly due to imperfect understanding of the nature of area planning. There is also a difference of opinion about the unit of area planning, but, by and large, district has been thought to be a suitable unit. On the question of the sectors which should be covered by district planning, he thought that more knowledge and research is needed on this point. He was in favour of associating Panchayati Raj institutions and other popular organizations with the formulation of the district plans. Moreover, association or co-operation would be required of agencies, which could undertake surveys of various kinds and types, necessary for area planning. In addition, some regional organizations are necessary to co-ordinate development activities in the districts. These regional bodies should be non-political. He was emphatic that district planning

could start even with the available materials and statistical data like the village revenue records, census data, sample survey statistics, etc. On urban planning, he remarked that this has to be a part and parcel of the district plan.

One participant tried to spell out four different concepts of area planning. The first concept that he discussed related to resource planning in a particular region, such as river valley projects. The second concept is that of integrated development of local activities, such as agriculture, co-operation, irrigation projects and rural credit. The third concept covered the inter-relationship between the rural and urban development. This is especially important in the agro-townships and local service-towns, and the problem of relocation of industries away from the existing urban centres. The fourth concept of area planning related to the idea of developing community areas or blocks, urban or rural. Here, development has to be geared to various needs of the community, both civic and economic.

Area development can start at the village level and, in the next stage, such development can cater to the needs of a larger area within a particular region. Thus, gradually through different stages of development, area planning can be integrated with the regional and national planning.

One participant spoke about the choice of a real unit for major irrigation and advocated the concept of culturable command area. Although the command area of a major irrigation project extends over a large number of blocks, these might still be appropriate units of area planning for major irrigation projects, as the aggregation of a large number of blocks within the command area would give the total planning picture for the major irrigation projects. Another participant emphasized that planning is a two-way process: plans from the districts should move upwards, and the Central plan should come downwards to the districts. The reconciliation between sectoral plans and area plans can be done at the district level. Still another participant thought that physical planning of different regions should be based on

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water-sheds. He thought the choice of district as an unit of area planning is not based on any scientific approach. The units should be demarcated on the basis of availability of natural resources and not on the basis of expediency. For this purpose, proper resources surveys should be conducted throughout the country. Another member stressed the importance of voluntary agencies in the formulation and implementation of area planning.

The Chairman thanked the participants and Professor N. Srinivasan, Vice-Principal of the School, proposed a vote of thanks to all the members of the Institute, who participated in the discussion.